DOCUMENT RESUME

ED 210 079 JC 810 663

TITLE Status Report on Remediation in Higher Education.
INSTITUTION Illinois State Board of Higher Education, Springfield.
PUB DATE 2 Jun 81
NOTE 25p.

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Board of Education Policy; Change Strategies; College Role; Community Colleges; Courses; Educational Change; *Educational Policy; Educational Responsibility; Postsecondary Education; *Remedial Instruction; State Boards of Education; State Colleges; *State Legislation; State Surveys; State Universities; *Statewide Planning
IDENTIFIERS *Illinois

ABSTRACT

In response to legislative mandate, this report assesses the status of remediation in postsecondary education in Illinois and presents recommendations concerning remedial education to the Illinois Board of Higher Education (IBHE). After five resolutions dealing with remediation are presented as they were adopted by the IBHE and State Board of Education, the report describes and presents the findings of two surveys on remediation. The report reveals that all of the state's community colleges and state universities were surveyed and asked: (1) to inventory and report on the magnitude of all remediation activities on their campuses; (2) to provide their rationale for offering remediation; (3) to explain how students were identified for remedial assistance and how they were subsequently evaluated; (4) to indicate if credit toward graduation was granted for remedial courses; (5) to describe the organization of remedial activities; and (6) to predict the future of remedial studies on the campuses. The report then presents operational definitions for remediation, prerequisite courses, learning skills offerings, tutoring, and special assistance programs. The remainder of the paper describes remedial efforts at public universities and community colleges, provides a summary and assessment of the steps taken by the colleges to comply with IBHE policies, and presents further policy recommendations which are intended to facilitate progress toward the IBHE's goals of minimizing university remedial programs by 1983. (AYC)

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STATUS REPORT ON REMEDIATION IN HIGHER EDUCATION

Illinois State Board of Higher Education, Springfield
June 2, 1981

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JC 810 663

The recommendations contained herein on page 21 were adopted by action of the Illinois Board of Higher Education on June 2, 1981.

Item #6
June 2, 1981

STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION

STATUS REPORT ON REMEDIATION IN HIGHER EDUCATION

This report is prepared in response to P.L. 81-803 which requires the Board of Higher Education to report to the General Assembly no later than June 30, 1981, the status of remediation in higher education institutions and to advise the General Assembly of the need for further legislation.

This report reviews progress toward Board policies related to remediation in public universities and community colleges and presents additional recommendations for Board approval. Further legislation related to remediation in postsecondary higher education is not recommended at this time.

INTRODUCTION

Since the mid-1970's educators have voiced their increasing concern about inadequate performance of the basic skills by graduating high school students. In light of this concern, many states have developed various forms of minimal competency testing. During this same period, concerns were also raised regarding the need for postsecondary institutions to offer coursework to remedy basic skill deficiencies.

In Illinois such concerns led to the passage of Senate Resolution 180 in 1977, which called upon the State Board of Education and the Board of Higher Education to report the extent of and need for remediation within all of Illinois public education. As a result of Senate Resolution 180, the Joint Education Committee of the two boards developed policy recommendations which were subsequently adopted by both the Board of Higher Education and the State Board of Education. The recommendations are presented below:

Resolution No. 1

Within the structure of elementary and secondary education each school system should provide opportunities for all students to satisfactorily demonstrate reading, writing, and computational skills sufficient to enter college or the world of work. The local school board and administration should assume greater responsibility for informing children and parents of their progress and proficiency levels and about skill deficiencies beginning in the elementary grades and certainly at regular intervals throughout the middle and secondary levels.

Resolution No. 2

The State Board of Education should assist each local district in developing a plan of early identification of problems in skill development and programs to correct those problems. The Illinois Office of Education should provide technical assistance to local districts in setting standards, identification of problems and corrective programs.

Each school district should set its own standards for the quality of education programs and goals, and seek the assistance of the Illinois Office of Education where appropriate to improve programs designed to enhance students' skills.

Periodic reports of test results of students' progress should be prepared by the Illinois Office of Education and reviewed by the State Board of Education over the next two years to determine statewide students' progress.

Resolution No. 3

Remedial efforts should be continued at the postsecondary level as long as entering students are lacking the basic skills. As the emphasis on the basic skills begins to be reflected in the competency of entering postsecondary students, the universities should reduce their remedial programs. Programs maintained in the universities should be limited to a few otherwise qualified students in need of special assistance. No degree credit should be awarded for remedial coursework.

The role of state universities in offering remedial programs should be minimized over the next several years with the expectation that within five years remedial programs at the state universities could be phased out.

In light of the distinction between special assistance programs and remedial education, it should be understood that this resolution does not address special assistance programs.

Special assistance programs are distinctively organized educational and related support services designed to increase the number of, retain, and graduate those students who are educationally and/or economically disadvantaged. Remediation, on the other hand, is a free-standing attempt to bring unprepared students to a level of basic skills necessary to pursue college level work and is not a distinctively organized and comprehensive effort to increase the number of, retain, and graduate disadvantaged students. Remediation is most often a single course designed to elevate a specific basic skill competence - arithmetic, writing, or reading - and, as such, is seldom an integrated part of a total college curriculum.

There are important distinctions between remedial and special assistance programs. The clientele of special assistance programs is drawn from those populations which historically have been denied the opportunity for betterment through

education. Special assistance is designed to integrate the educationally and economically disadvantaged into the mainstream of university life. These programs are designed for students, who, because of their backgrounds, have not received the educational opportunities commonly obtained by the more fortunate. In addition to remedial courses, these programs offer other services such as counseling, academic and career advisement, and financial assistance. In this respect, remedial efforts may be necessary as one of the integral components of special assistance programs which are designed to increase the probability of success for educationally and economically disadvantaged students in college.

The clientele of remediation efforts, on the other hand, is not homogeneous and frequently is composed of individuals who have not learned basic skills for many reasons apart from educational and economic disadvantagement. Remedial education can be viewed solely as a reiteration of basic skills previously presented to students.

Resolution No. 4

Within the structure of postsecondary education, it is the community colleges (with their open admission policies) that should respond to the remedial needs of the postsecondary student. Community colleges have viewed and should continue to view the remedial function with equal priority to its other missions such as baccalaureate, vocational, and technical education. The community college should be recognized as the postsecondary institution where deficiencies in basic skills of adults will be addressed. Degree credit should not be awarded for remedial coursework.

During the next five years, the emphasis on remedial programs at the postsecondary level should be at the state community colleges. Community colleges should be increasing their role in remedial programs while the state universities are decreasing their role during this period.

With increased attention on student skill development by elementary and secondary school districts, eventually there should be less need for remedial programs at the community college

level. At this time, community colleges can begin to de-emphasize their role in offering remedial programs.

Resolution No. 5

The State Board of Education with the assistance of the schools and the Illinois Board of Higher Education with the assistance of the universities and colleges should study the causes of the increase in the need for remedial education and take steps to alleviate the situation. Both boards also should take the initiative to disseminate information on educational programs that improve results for students, schools, and colleges.

P.L. 81-803 passed in 1979 requires the Board of Higher Education to report on the progress universities have made in the reduction of their remedial efforts. This report is prepared in response to P.L. 81-803. This law states that:

....By March 1, 1980, the Boards shall develop guidelines which: (1) place the emphasis on postsecondary remedial programs at Public Community Colleges and (2) reduces the role of the state universities in offering remedial programs. By June 30, 1981, the Board shall report to the General Assembly the progress made toward this transition in the emphasis on remedial programs at the postsecondary level and any legislative action that it deems appropriate.

THE STUDY

Procedures:

To comply with P.L. 81-803, the Board of Higher Education designed two surveys on remediation. One questionnaire was sent to all public universities and the other to all community colleges. Both questionnaires included seven areas, which were felt critical to a full evaluation of remediation in higher education. Institutions were asked to inventory and report on the magnitude of all remediation activities found on their campuses. This included both course and non-course activities. Secondly, institutions provided their rationale for offering remediation. The questionnaire also sought information on how students were identified for remedial assistance and how they were subsequently evaluated. Whether or not credit toward graduation was granted for remediation and the organization of remedial activities on campuses were also addressed in the study. Finally, all institutions were asked about the future of remediation on their individual campuses.

Four areas of higher education services were seen as potentially and frequently confused with remediation: prerequisite courses for entering college students, learning skill offerings, tutoring, and special assistance programs. A series of definitions for use in the questionnaire were written in an attempt to clarify what was required for this study. Institutions were asked to provide information only on remedial activities as they are defined in the "remediation" definition below; institutions were not requested to provide data on prerequisite courses, learning skills offerings, general tutoring, and special assistance unless portions of those activities met the remediation definition. Definitions for this study are as follows:

> Remediation is designed to bring basic skills in computation, communications (i.e., writing and speaking), and reading to a level generally expected of entering college students if a successful college experience is to materialize. Remediation generally occurs in organized classes; however, remedial instruction may be delivered through computer-based instruction (e.g., PLATO), programmed learning materials, or other formally organized instructional activities that are designed to raise basic skill capabilities to a level necessary to successfully pursue a college education.
>
> Prerequisite courses are provided for students who are lacking background in some specific academic areas other than the basic skills of computation, communication, and reading due to never having been exposed to the subject

matter. For instance, entrance to an engineering program may require a background in geometry and as a result a prerequisite course or its equivalent is required of all students entering this academic program. Taking such a course at college does not constitute remediation even though the subject matter may be available in most high school curricula. Prerequisite courses are contrasted with remediation in that the former are program specific while the latter are considered essential to successful participation in any academic program. Adult Basic Education (ABE), General Education Development (GED), and English as a Second Language (ESL) are considered to be prerequisite courses for purposes of this study.

Learning Skills Offerings are supplemental activities which are not directly related to addressing basic skill deficiencies but are designed to improve a student's ability to pursue a college education. Such activities may include speed reading, assistance in organizing time to better manage the study requirements of the college experience, memory aids or assistance in using the library. These activities are not generally related to a specific course or field of study.

Tutoring is an individualized instructional method in which the student meets with a person more knowledgeable in an academic area for purposes of improving performance in a specific academic course in which the student is registered. The student normally remains in the course and simply receives additional assistance from the tutor in the subject matter of the course.

Special Assistance Programs are structured activities provided for educationally and economically disadvantaged students (persons who, due to background characteristics, are unlikely to successfully engage in a college experience) and designed to overcome the influence of previous disadvantagement through tailored assistance in the academic, social, and psychological aspects of college experience. Such programs may include not only remediation and tutoring but also peer counseling, special testing, job placement, academic advising, special orientation, and college preparatory summer programs. Only the remediation (see above definition) portions of these programs should be reported for purposes of this survey.

The remainder of this paper, 1) describes remedial efforts at public universities, 2) presents a view of community college remedial efforts, 3) provides a summary and assessment of steps taken by institutions to comply with BHE policies, and 4) presents further policy recommendations.

Remediation in Illinois Public Universities

All public universities in Illinois currently are providing

remedial assistance to some portion of their students. The amounts and types of remediation vary widely. The two upper division universities, Governors State and Sangamon State, do not offer remediation coursework, though both acknowledge that remediation does occur in non-coursework situations such as basic skills peer tutoring. Another university, Northern Illinois University, also follows this pattern. The remaining universities offer remediation coursework as well as other activities designed to accomplish the ends of remediation.

Remedial courses represent less than 1% of the total credit hours generated in public universities and tend to be less costly per credit hour than other courses. As can be seen in Table 1, remedial courses in FY1980 accounted for 0.7% of all credit hours generated at universities and 0.57% of the direct salary cost for all instruction. A large portion of the 39% increase in salary cost for remediation between FY1978 and projected FY1981 may be due to salary increases. Between these years salary increases appropriated for higher education totaled 25.4% over FY1978 salaries. This table also shows that the amount of remediation has been increasing at public universities over the past four years.

TABLE 1

UNIVERSITY REMEDIATION COURSES AS A PERCENT OF TOTAL CREDIT HOURS GENERATED AND INSTITUTIONAL DIRECT SALARY COSTS

	FY'78	FY'79	FY'80	Proj. FY'81
Total Credit Hours Generated	4,926,985	4,780,299	4,823,269	4,894,765
Remediation Credit Hours Generated	27,267	30,817	33,976	34,025
Remediation % of Total Credit Hours Generated	0.55%	0.64%	0.70%	0.70%
Total Direct Salary Costs (000's)	$149,812	$158,624	$167,788	$182,300
Remediation Direct Salary Costs (000's)	$ 715	$ 887	$ 959	$ 992
Remediation % of Total Direct Salary Costs	0.48%	0.56%	0.57%	0.54%

Of the students who enroll in remediation classes, approximately half are special assistance program students (see definition on page 6 of this report). The next largest group of students are those who are regularly admitted to the university. The final, and smallest, group of students enrolled in remedial classes are the community college transfer students who account for less than 20% of the remedial class enrollments. Course enrollments for all three groups increased by 2,817 between FY1978 and FY1981. However, of this amount, special assistance students account for 2,404 or 85.3% of the increase. Table 2 presents the student course enrollment distribution data over the past three years and projected current year.

TABLE 2

DISTRIBUTION OF COURSE ENROLLMENTS IN UNIVERSITY REMEDIATION COURSES*

	FY'78	FY'79	FY'80	Proj. FY'81
Special Assistance Program Student Course Enrollments	4,306 (40.5%)	5,570 (47.0%)	6,776 (50.4%)	6,710 (49.9%)
Community College Transfer Student Course Enrollments	2,129 (20.0%)	2,491 (21.0%)	2,385 (17.8%)	2,367 (17.6%)
Regularly Admitted Student Course Enrollments	4,199 (39.5%)	3,800 (32.0%)	4,269 (31.8%)	4,374 (32.5%)
TOTAL	10,634 (100%)	11,861 (100%)	13,430 (100%)	13,451 (100%)

*These data reflect duplicated headcounts since one student may be enrolled in more than one course.

The greatest remedial need between FY1978 and projected FY1981 is in the area of communication skills, i.e., writing and speaking skills. Approximately 50% of all remedial course enrollments are directed toward enhancing these skills. An additional one-third of all remedial course enrollments is in the area of computational

skills with the remaining enrollments being in reading skills. These data are presented in Table 3.

TABLE 3

PERCENTAGE OF TOTAL COURSE ENROLLMENTS BY BASIC SKILL AREA*
UNIVERSITIES: FY1978 - PROJ. FY1981

	FY'78	FY'79	FY'80	Proj. FY'81
Computation Courses	4,073 (38.3%)	4,159 (35.1%)	4,706 (35.0%)	4,886 (36.3%)
Communication Courses	5,278 (49.6%)	5,612 (47.3%)	6,807 (50.7%)	6,615 (49.2%)
Reading Courses	1,283 (12.1%)	2,090 (17.6%)	1,917 (14.3%)	1,950 (14.5%)
TOTAL	10,634 (100%)	11,861 (100%)	13,430 (100%)	13,451 (100%)

*These data reflect duplicated headcounts since one student may be enrolled in more than one course.

While enrollments in remedial classes have risen 26.5% in the four years under review, direct salary costs for remedial instructors have risen 38.8% from $714,702 in FY1978 to a projected $992,011 in FY1981. In 1980, the most expensive area of remediation was communication skills ($34.41 of direct salary cost per credit hour) and the least expensive on a credit hour basis was computation at $18.54 per credit hour. Cost data are displayed in Table 4.

There is a shift occurring in universities toward allowing graduation credit for remediation coursework. In FY1978, 28.5% of the remedial credit hours granted could be applied to the graduation credit requirements of students, but in FY1981 it is projected that 35.2% of the credit hours generated may be applied to the fulfillment of graduation requirements. The data on this topic are shown in Table 5.

TABLE 4

DIRECT SALARY COSTS OF REMEDIATION COURSES BY BASIC SKILL AREAS[1]
UNIVERSITIES: FY1978 - PROJ. FY1981

	FY'78	FY'79	FY'80	Proj. FY'81	% Increase (decrease) between FY1978 and FY1981
Computation Courses	$192,120 (26.9%)	$204,994 (23.1%)	$225,479 (23.5%)	$237,601 (24.0%)	23.7%
Communication Courses	424,944 (59.5%)	504,685 (56.9%)	587,035 (61.2%)	593,537 (59.8%)	39.7%
Reading Courses	97,638 (13.6%)	176,865 (19.9%)	146,824 (15.3%)	160,873 (16.2%)	64.8%
TOTAL REMEDIATION COSTS	$714,702 (100%)	$886,544 (100%)	$959,338 (100%)	$992,011 (100%)	38.8%

[1]As much as $181,000 of the $277,309 increase in direct salary costs may be attributed to the 25.4% increase in salaries as appropriated between FY1978 and Projected FY1981.

TABLE 5

PERCENT OF REMEDIATION CREDIT HOURS GENERATED
WHICH IS ALLOWED FOR GRADUATION CREDIT

	FY'78	FY'79	FY'80	Proj. FY'81
Number and percent of remediation credit hours for which graduation credit may be granted	7,781 (28.5%)	9,854 (32.0%)	12,238 (36.0%)	11,960 (35.2%)
Number and percent of remediation credit hours for which graduation credit may not be granted	19,486 (71.5%)	20,963 (68.0%)	21,738 (64.0%)	22,065 (64.8%)
Total Credit Hours Generated	27,267 (100%)	30,817 (100%)	33,976 (100%)	34,025 (100%)

Only two universities have reduced the amount of remediation occurring on their campuses. The University of Illinois, Urbana has been able to decrease its efforts by 19.8% and Eastern Illinois University has reduced remediation by 5%. Southern Illinois University at Edwardsville, Western Illinois University, Northeastern Illinois University, and Chicago State University show the greatest rates of increased remedial efforts. A large portion of this increase is due to the increased efforts of special assistance programs. Two of these institutions--Southern Illinois University/Edwardsville and Chicago State University--have instituted testing programs to identify students in need of remediation. Understandably, such formal assessment methods have identified a greater number of students who need such assistance. The three Chicago institutions--University of Illinois/Chicago Circle, Chicago State University and Northeastern Illinois University--provided approximately sixty percent of the statewide remedial course enrollments in public universities in FY1980, though total fall student headcounts at these institutions accounted only for 20% of statewide public university enrollments. Table 6 displays the distribution of remediation across the public universities in the state.

The above discussion has centered on remedial coursework in public universities. Remediation, however, also occurs in non-coursework settings such as basic skills tutoring or computer-assisted instruction. Since such activities are not formalized to the same extent as classroom instruction, it is difficult for

TABLE 6

REMEDIATION COURSE ENROLLMENTS IN UNIVERSITIES*

	FY'78	FY'79	FY'80	% Total Remediation in FY'80	Proj. FY'81	% Increase or (decrease) FY'79 - Proj. FY'81
Chicago State University	3,860	4,447	4,588	34.2%	4,658	20.7%
Eastern Illinois University	359	302	369	2.7%	341	(5%)
Governors State Univ.	--	--	--	--	--	--
Northeastern Illinois University	553	643	660	4.9%	674	21.9%
Western Illinois Univ.	491	611	834	6.2%	913	85.9%
Illinois State Univ.	338	355	390	2.9%	389	15.1%
Northern Illinois Univ.	--	--	--	--	--	--
Sangamon State University	--	--	--	--	--	--
Southern Illinois University						
Carbondale	2,044	1,762	2,186	16.3%	2,210	8.1%
Edwardsville	151	885	1,053	7.8%	980	549%
University of Illinois						
Chicago Circle	1,866	2,030	2,506	18.7%	2,506	34.3%
Urbana	972	826	844	6.3%	780	(19.8%)
TOTAL	10,634	11,861	13,430	100%	13,451	26.5%

*These data reflect duplicated headcounts since one student may be enrolled in more than one course.

institutions to keep precise records on the extent or cost of such activities. Nevertheless, from limited data available, it is estimated that the total cost for such activities is between $600,000 and $700,000 per year for all public universities.

Universities would prefer not to offer remediation. They submit, however, that at present they must offer it in light of the fact that many graduating high school students do not possess adequate skills to master college-level work. Much of this concern centers on the case where a student is prepared for college-level work in most areas but has a deficiency in one area. Universities contend that it is not appropriate to exclude such a student from admission to the university. Further, some universities contend that it is impossible to screen students so thoroughly that all deficiencies are discovered prior to their admission to the university. Generally, universities identify remedial need through a combination of high school class rank, admission test scores, and diagnostic tests. The identification of such need occurs both prior to admission and following admission. Students are frequently tested following remediation to assure that the required skills have been gained by the students. Communications remediation generally has a higher success rate (at least 70%) than does computation remediation (at least 50%).

Universities express a sense of special obligation to serve the needs of their regions and clientele, and most institutions feel that some exceptions to admission requirements must be made in order to expand access to disadvantaged students. This is the intent of special assistance programs.

Remediation in Illinois Community Colleges

Community Colleges offer a greater amount of remedial coursework than do the universities. A total of 127,000 credit hours of remediation coursework is expected to be offered in the current fiscal year, FY1981. This represents a 25.6% increase over the amount of remediation offered in FY1978. Over these four years, FY1978 through Projected FY1981, remediation accounts for approximately 2% of the total credit hours generated in community colleges in all categories of instruction.

It should be noted at the outset of this section of the report that the City Colleges of Chicago are offering an average of 57,000 credit hours of instruction per year in special assistance courses using the mastery learning concept which appear to fit the definition of remediation as set forth at the outset of the study. These hours represent approximately 3 to 4% of the total credit hours generated each year in all categories of instruction in the City Colleges. It is the contention of the City Colleges that "remedial-level students who enroll in regular college courses can be successful." This report does not take into account these

TABLE 7

COMMUNITY COLLEGE REMEDIATION COURSES AS A PERCENT OF CREDIT HOURS GENERATED AND TOTAL NET INSTRUCTIONAL COST

	FY'78	FY'79	FY'80	Proj. FY'81
Total Credit Hours Generated	4,950,650	4,854,000	5,171,520	5,750,000
Remediation Credit Hours Generated	100,994	97,750	108,603	126,868
Remediation % of Total Credit Hours Generated	2.0%	2.0%	2.1%	2.2%
Total Net Instructional Cost[1]	$290,556,575	$311,893,676	$346,768,547	$392,000,000
Remediation Net Instructional Cost[1]	6,222,266	6,278,136	6,325,597	8,785,868
Remediation % of Total Net Instructional Cost	2.1%	2.0%	1.8%	2.2%

[1]Direct salary portion of net instructional cost is estimated to be 45% of net instructional cost.

credit hours and costs since to do so would not be consistent with the reporting of the other community colleges.

Remedial coursework at community colleges is approaching the nine million dollar cost level during the current fiscal year. This represents approximately 2% of the total net instructional cost of all coursework in the community colleges. A rough approximation of the direct salary portion of net instructional cost is 45%; thus direct salary costs for remediation in community colleges are estimated at $4.0 million. The net instructional cost figures and the credit hours generated are displayed in Table 7.

While the majority of remedial coursework generated in universities involves communication skills, at the community college the majority of remediation is done in the area of computation skills. Approximately 30% of community college remediation is in communications skills and 20% in reading skills. The greatest percentage increase in remediation over the four years under review is in the communications skills area where there has been a 34% increase. These data are shown in Table 8.

TABLE 8

REMEDIATION CREDIT HOURS GENERATED IN COMMUNITY COLLEGES BY BASIC SKILL AREA: FY1978 - PROJ. FY1981

	FY'78	FY'79	FY'80	Proj. FY'81
Computation Courses	50,674 (50.2%)	48,695 (49.8%)	52,755 (48.6%)	61,578 (48.5%)
Communication Courses	27,608 (27.3%)	29,602 (30.3%)	35,397 (32.6%)	37,015 (29.2%)
Reading Courses	22,712 (22.5%)	19,453 (19.9%)	20,451 (18.8%)	28,275 (22.3%)
TOTAL	100,994 (100%)	97,750 (100%)	108,603 (100%)	126,868 (100%)

The net instructional cost of remediation is fairly equal across the three skill areas, i.e., between $67.57 and $71.10 per credit hour. In terms of direct salary cost this represents approximately $31.00 per credit hour, a figure similar to salary costs in universities. In figures projected for FY1981, 47% of the dollars spent are in computation skills which account for 49% of credit hours generated. The same relationship is true for communication and reading skills. Overall, there has been a 41.2% increase in net instructional costs over the four years reviewed. However, as with universities, a large portion of the cost increase is due

to salary increases. Computation costs have increased more rapidly than costs in other skill areas. These data are displayed in Table 9.

As is the case with universities, community colleges also are engaged in a number of non-coursework activities designed to accomplish the goals of remediation. Community colleges are not able to provide accurate estimates of costs and headcounts for such activities since many of them are informal and attended on a voluntary basis as part of student support services. The activities generally include tutoring, math/writing/reading laboratories, learning skill centers, and computer-assisted instruction. Of the thirty-nine community college districts, a group of 14 was able to estimate projected costs of such activities for FY1981 at $1,000,000.

The community colleges in Illinois generally are of the opinion that remediation will increase on their campuses in the future. This belief is based on the increasing numbers of adults which they feel will seek re-entry to education, on demands of business and industry for literate workers, and on the necessity of retraining individuals to meet shifting manpower demands. In order to meet these projected increases, community colleges are preparing to revise and upgrade some current processes, e.g., testing and counseling of all entering students. They suggest that some of these improvements may require substantial financial resources.

While some colleges currently have formal means of assessing student need for remediation, many are at present not conducting such assessments on a regular basis beyond evaluation of transcripts and standardized test scores. Many colleges eventually hope to institute basic skills testing for all entering students. Additional evaluation will also be required following remediation to insure that the objectives of remediation have been achieved.

Remedial courses require a different structure than do other courses, according to some colleges. Large classes are not the best means of providing basic skills to a student clientele as diverse as that of the community college. Small classes, tutoring, computer-assisted learning, computer-based instruction, and individualized learning are all components of what many colleges view as a full remedial program.

A number of colleges express two concerns regarding BHE policy which states that remedial courses should not be used as credit toward graduation. (This guideline is also included in the ICCB Program Approval Procedures Manual.) One concern is that students may attempt to succeed in coursework beyond their abilities because there is no credit incentive for taking remediation. The other concern centers on the fact that if remedial courses are not allowed for graduation credit, some question may exist regarding

TABLE 9

TOTAL NET INSTRUCTIONAL COST[1] OF COMMUNITY COLLEGE REMEDIATION COURSES BY BASIC SKILL AREA: FY1978 - PROJ. FY1981

	FY'78	FY'79	FY'80	Proj. Fy'81	% Increase or (decrease) between FY1978 and FY1981
Computation Courses	$ 2,888,877 (46.4%)	$ 3,087,490 (49.2%)	$ 3,377,908 (46.1%)	$ 4,160,612 (47.4%)	44%
Communication Courses	1,879,509 (30.2%)	1,917,020 (30.5%)	2,586,601 (35.3%)	2,631,020 (29.9%)	40%
Reading Courses	1,453,880 (23.4%)	1,273,626 (20.3%)	1,361,088 (18.6%)	1,994,236 (22.7%)	37.2%
TOTAL	$ 6,222,266 (100%)	$ 6,278,136 (100%)	$ 7,325,597 (100%)	$ 8,785,868 (100%)	41.2%

[1]Direct salary portion of net instructional cost is estimated to be 45% of net instructional cost.

whether or not those courses may be used in the full- and half-time student standing calculation. This, of course, influences students' eligibility for Illinois State Scholarship Commission grants.

Community colleges by statute (the Illinois Community College Act) are required to be comprehensive institutions providing not only the first two years of the baccalaureate degree program but also such programs as vocational and adult education. The question of the relative balance between various educational programs continues to be a concern of many community colleges. The transfer of remedial responsibility to the community college is viewed cautiously by some colleges because they feel that such a shift may change the future balance of programs in the colleges and may eventually threaten their comprehensive nature.

SUMMARY AND ASSESSMENT

In FY1980, a total of 142,600 credit hours in remedial coursework was generated in Illinois public universities and community colleges. Remediation represented less than 1% of total university credit hours and costs and approximately 2% of total community college credit hours and costs.

The Board of Higher Education's policies on remediation in public universities are as follows:

> "Remedial efforts should be continued at the post-secondary level as long as entering students are lacking the basic skills. As the emphasis on the basic skills begins to be reflected in the competency of entering postsecondary students, the universities should reduce their remedial programs. Programs maintained in the universities should be limited to a few otherwise qualified students in need of special assistance. No degree credit should be awarded for remedial coursework.
>
> The role of state universities in offering remedial programs should be minimized over the next several years with the expectation that within five years remedial programs at the state universities could be phased out.
>
> In light of the distinction between special assistance programs and remedial education, it should be understood that this resolution does not address special assistance programs...."

The end of the five-year period referred to in these policies is 1983. Progress to date has been mixed.

Remedial coursework represents a small portion of total university credit hours generated. At the same time, this report shows that total enrollments in remedial courses have increased since FY1978. However, most of the increase (85%) has occurred in enrollment of special assistance students as opposed to community college transfer students and regularly-admitted students. This emphasis is consistent with Board policy.

Three public universities continue not to offer remedial courses and two have reduced enrollments in remedial courses since FY1978. The remaining seven have experienced increases in remedial course enrollments. But these increases, as noted above, occurred largely as a result of special assistance students enrolling in the courses.

Some universities, contrary to Board policy, continue to grant graduation credit for remedial coursework.

Even though progress in reducing remediation varies by university campus, governing boards should give immediate attention to efforts on all campuses to reach Board of Higher Education 1983 policy goals. Policies and practices related to remedial coursework for regularly-admitted and transfer students should be modified if necessary in order to reach 1983 goals.

Furthermore, in view of the increase in special assistance student enrollments in remedial coursework, governing boards should evaluate the continuing need for remediation for these students and the effectiveness of remedial coursework for such students.

The Board of Higher Education policies on remediation in community colleges are as follows:

> "Within the structure of postsecondary education, it is the community colleges (with their open admission policies) that should respond to the remedial needs of the postsecondary student. Community colleges have viewed and should continue to view the remedial function with equal priority to their other missions such as baccalaureate, vocational, and technical education. The community college should be recognized as the postsecondary institution where deficiencies in basic skills of adults will be addressed. Degree credit should not be awarded for remedial coursework.
>
> During the next five years, the emphasis on remedial programs at the postsecondary level should be at state community colleges. Community colleges should be increasing their role in remedial programs while the state universities are decreasing their role during this period...."

Consistent with this policy, nearly 80% of the credit hours in remedial coursework since FY1978 have been offered by community colleges.

In most cases, community colleges do not grant degree credit for remedial coursework. However, during the course of this study the staff identified a few instances of degree credit courses whose catalog descriptions appeared to fall within the definition of remediation. The Illinois Community College Board should re-examine courses that appear to fall within the definition of remediation and make any necessary reclassifications based on its analysis and course approval guidelines.

This report reveals that some community college transfer students in public universities are taking remedial coursework. This situation requires immediate attention. The Illinois Community College Board should evaluate policies and practices related to requiring remedial coursework in community colleges and evaluate the effectiveness of such coursework.

This report has focused on progress in implementing the Board of Higher Education policies on remediation in postsecondary education. However, when the Joint Education Committee first considered the topic of remediation, it realized that the problem has dimensions which span all levels of education. This is no less true today and suggests that the Committee should continue to study the causes of the need for remediation.

In view of the findings of this report, the staff concludes that additional legislation on this matter is not required for postsecondary education at this time and that progress toward the Board's 1983 policy goals can be achieved through the steps specified in the following additional resolutions. The staff recommends adoption of these resolutions:

1. The Board of Higher Education hereby requests that public university governing boards work with their universities to ensure that remedial coursework for regularly-admitted students and transfer students is reduced and that graduation credit for remedial coursework is eliminated. An assessment of efforts to phase out such coursework, an evaluation of the continued need for remediation in special assistance programs, and an evaluation of the effectiveness of remediation for special assistance programs should be reported by governing boards to the Board of Higher Education by July 1, 1983.

2. The Board of Higher Education hereby requests that the Illinois Community College Board, in concert with community colleges, evaluate policies and procedures related to providing remedial coursework and determine why transfer students from community colleges may be required to take remedial coursework in public universities. An assessment of the effectiveness of remedial courses should be reported by the Illinois Community College Board to the Board of Higher Education by July 1, 1983.

3. The Board of Higher Education hereby requests that the Joint Education Committee review this report and continue to study the causes and consequences of the need for remediation.

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